

USAID/Office of Foreign Disaster Assistance
Operational Plan

FY 2006

June 13, 2006

Please Note:

The attached RESULTS INFORMATION is from the FY 2006 Operational Plan and was assembled and analyzed by the country or USAID operating unit identified on the cover page.

The Operational Plan is a "pre-decisional" USAID document and does not reflect results stemming from formal USAID review(s) of this document.

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Program Performance Summary FY 2005: Background: The Office of U.S. Foreign Disaster Assistance (OFDA) is located within the U.S. Agency for International Development's Bureau for Democracy, Conflict and Humanitarian Assistance (USAID/DCHA). As legislated by Congress, OFDA's mandate is to save lives, alleviate human suffering and reduce the economic impact of natural and man-made disasters worldwide. In fulfilling its mandate, OFDA targets the most vulnerable populations with its emergency assistance, including child- and women-headed households, nursing and pregnant women, the malnourished, the elderly, children, and those with mental and physical disabilities. In addition to providing monetary and material assistance in response to humanitarian crises, OFDA assists vulnerable communities in preventing, preparing for, and mitigating the effects of disasters.

OFDA's humanitarian assistance program is implemented through a variety of nongovernmental organizations (NGOs), international organizations (IOs) such as the International Federation of Red Cross and Red Crescent Societies, and UN agencies like the World Food Program and the Office for the Coordination of Humanitarian Affairs. OFDA also collaborates with USAID Bureaus and Missions and other U.S. Government (USG) entities, including the Departments of Defense and Agriculture and the U.S. Public Health Service. OFDA works with a number of universities and institutional contractors, and has agreements with the Fairfax County and Los Angeles County Urban Search and Rescue Units to deploy internationally as needed.

In FY 2005, OFDA funded more than \$572 million worth of emergency response, mitigation and preparedness projects around the world, responding to 84 declared disasters in 76 different countries, targeting an estimated 71.4 million beneficiaries. Over 58% of these funds were provided to NGOs and more than 15% passed through UN agencies. Table 1 shows the major implementing partners by type and percentage of obligated funds.

Table 1 - Obligation by Type of Implementing Partner

NGO - 58.1%
UN - 15.4%
Department of Defense - 2.4%
Non DOD - 0.2%
Contract - 3.0%
USAID/Operating Units/Bureaus - 3.5%
IO - 6.7%
Personal Services Contractors - 1.4%
University/Institution - 0.1%
Department of State - 0.2%
Unassigned - 8.3%
Other - 0.7%

Response to Complex Emergencies and Natural Disasters: While natural disasters are more numerous and affect more people, complex emergencies are far more deadly and costly. They are increasingly common, and their effects last longer. Many victims suffer repeated cycles of violence and depletion of assets as these emergencies drag on year after year. This is perhaps best illustrated by the situation in southern Sudan, where two million people have died and more than four million people have been displaced since hostilities began in 1983.

OFDA provided \$345 million in response to 16 complex emergencies in FY 2005. Darfur, Sudan was by far the largest recipient of emergency funds, followed by southern Sudan and Iraq. Table 2 shows the complex emergencies and their funding levels.

Table 2 - FY 2005 Complex Emergencies

Afghanistan - \$382,850
Burundi - \$8,963,777
Cote d'Ivoire - \$2,187,266

Democratic Republic of Congo - \$26,432,236
 Eritrea - \$2,000,000
 Iraq - \$69,629,932
 Kenya - \$2,232,887
 Kyrgyzstan - \$22,000
 Liberia - \$9,706,323
 Nepal - \$1,340,000
 Sierra Leone - \$35,325
 Somalia - \$4,558,370
 Sudan - \$88,251,522
 Sudan/Darfur - \$113,064,782
 Uganda - \$11,841,219
 Zimbabwe - \$4,991,170

Total Obligation - \$343,406,772

By comparison, \$151 million was spent on the other 68 declared, mostly natural, disasters. The most frequent natural disasters were floods (24), winter emergencies (2), earthquakes (3), hurricanes/cyclones/typhoons (8), drought (4), infestation (5), landslides (1), and tsunami, wave, storm surge (10). OFDA's response to the floods/tsunamis required the largest amount of funding, followed by droughts with \$32 million targeting food security issues in Ethiopia. Table 3 shows FY 2005 funding for natural disasters.

Table 3 - FY 2005 Response to Natural Disasters

Drought - \$36,391,451
 Earthquake - \$200,000
 Epidemic - \$400,000
 Famine/Food Shortage - \$4,315,183
 Fire - \$131,438
 Flood - \$11,424,175
 Hurricane/Cyclone/Typhoon - \$3,295,214
 Locust Infestation - \$11,046,962
 Landslide - \$30,916
 Storm - \$50,000
 Tsunami - \$84,141,990
 Winter Emergency - \$75,000

Total Obligation - \$151,502,329

Preparedness Activities: OFDA preparedness and mitigation programs are designed to help enhance the ability of countries, communities, and governments to plan for, prevent (if possible), and respond to disasters themselves. Programs are designed using local capacities and experience as much as possible, recognizing that each member of society has a role to play in this effort. In some parts of the world - notably Latin America and the Caribbean - support provided by OFDA has enabled national authorities to respond to disasters without outside assistance, reflecting a level of self-sufficiency that is ultimately desirable for all countries.

Population pressures and urbanization, environmental degradation and industrialization, and weak or nonexistent government controls and regulations are risk factors that indicate a more disaster prone future for many parts of the world. All or some of these factors can exacerbate an emergency situation, and in some regions of the world millions of people can be affected each time a disaster occurs. In addition to large-scale displacement and the loss of life, disasters can result in the loss of property and agricultural crops worth millions of dollars annually. The long-term aim of OFDA programming is to help foreign national governments and local populations plan for and respond to all types of disasters with minimum outside assistance, and to prevent the loss of hard-won development gains. In FY 2005, OFDA

spent over \$35 million on preparedness activities.

OFDA supports disaster prevention and rehabilitation activities that reduce vulnerability to recurring emergency events. OFDA works around the world to improve early warning systems, and it collaborates with the National Oceanic and Atmospheric Administration and other partners to improve regional climate forecasting. OFDA-supported activities like flood-plain delineation in Vietnam reduce the impact of floods. In drought-prone areas OFDA supports borehole and water-well rehabilitation and maintenance activities in order to enhance the availability of drinking water. To improve food security for drought-affected populations, OFDA supports the development and distribution of disease- and drought-resistant seed varieties. OFDA promotes earthquake-resistant construction in seismically active areas, and partners with the U.S. Geological Survey to provide communities with advance warning of impending volcanic eruptions.

Recognizing that OFDA's effectiveness is largely dependent on the success of our operational partners, OFDA provides funding for coordination and information sharing with our partners. This includes funding to InterAction, a Washington-based NGO consortium committed to enhancing the effectiveness and professional capacity of NGOs engaged in international humanitarian efforts. The Humanitarian Policy and Practice Unit at InterAction supports the work of the Humanitarian Policy and Practice Committee within InterAction, which promotes communication and adherence to best practices among InterAction member organizations. OFDA encourages regular information sharing through monthly meetings with NGOs and the Department of State. OFDA has funded activities to enhance organizational capacity of our partners in the fields of security, emergency health management, evaluation and learning, and adherence to international relief standards. OFDA also supports the coordination and leadership function of the UN through grants and cooperative agreements with several UN agencies.

OFDA participates in humanitarian policy dialogue through such fora as the Humanitarian Policy Group (HPG) Advisory Group and the Steering Committee of the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP). In addition, USAID/DCHA represents the U.S. government as chair of the Donor Support Group (ODSG) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) for the period July 2005 to June 2006.

In FY 2005 OFDA made considerable strides in streamlining and improving the donations process. OFDA, the Center for International Disaster Information (CIDI, an OFDA contractor), and USAID's Bureau of Legislative and Public Affairs (LPA) continued their dynamic partnership in 2005 to inform the American public of the best ways they can provide assistance to people affected by overseas disasters. This partnership has developed several tools to promote good donorship by the US public (individuals, civic associations, church groups, and corporations). These tools include public information resources located on both USAID's and CIDI's websites, video and radio news releases, public service announcements, media interviews, and donations messages disseminated throughout the US Government and to affected countries' embassies and consular offices in the US. Another tool is the Post-Disaster Outreach (PDO) program. PDO targets areas in the US with large concentrations of people with ties to the affected region, and their Congressional representatives, with letters and flyers about the best way to assist with response efforts.

Due to the relatively large number of disasters that generated significant media and public interest, these tools were employed several times this year - the tsunami, the west African and Ethiopian food crises, various Caribbean storms, and the south Asia earthquake. Of particular significance this year is the use of the OFDA and CIDI donations message in various ad hoc fundraising measures supported by the US government - starting with President Bush's speech about the tsunami in late December, in which he specifically asked the American people to donate cash as opposed to commodities. The subsequent efforts by former Presidents Bush and Clinton to raise donations also referred to the OFDA and CIDI donations message. More recently, the corporate initiative supported by the Administration to raise funds for south Asia earthquake relief (The South Asia Earthquake Relief Fund), accepts only cash donations and refers to the OFDA and CIDI donations message on their website. These developments indicate that the many years of effort by OFDA and CIDI to improve public donations activities are beginning to bear fruit.

Over the last two decades, OFDA has supported disaster preparedness and mitigation training at regional, national and community levels to enhance disaster response capabilities in targeted, at-risk countries. OFDA is reaching out to U.S. Embassy Mission Disaster Relief Officers stationed in critical posts, piloting a new training course in contingency planning and disaster response. OFDA's Latin America and Caribbean regional team designed and developed a successful disaster management program following a series of major disasters in the region. The program's objective is to enhance regional, national, and local capacity to plan for, prepare, respond to and mitigate disaster events, and to strengthen host country and local capacities to reduce vulnerability to future disasters. The program has been expanded and is now active in the South Pacific and Asia, and is getting started in Africa.

Program and operational support for OFDA's worldwide operations accounted for \$29 million. This includes salaries of staff; surge capacity maintenance; transport and warehousing of relief commodities; establishment and maintenance of field offices; computer networking and communications support; staff training; nuclear, biological, chemical, radiological, and explosive preparedness activities; and more.

Key Achievements: Recognizing that the needs of victims in all disasters are of the utmost importance, there were a few humanitarian interventions in FY 2005 that were unique in their magnitude, urgency or strategic importance. Several are cited here as examples of how OFDA not only strives to fulfill its mandate, but how it can play an important role in the strategic interests of the United States.

In response to the Asia tsunami, USAID deployed a multi-country DART to the most affected areas immediately following the tsunami. Led by OFDA's Senior Regional Advisor based in Bangkok, DART teams conducted assessments and oversaw the provision of USG relief supplies in India, Indonesia, the Maldives, Sri Lanka, and Thailand. At its height, more than 55 DART members actively participated in the response on the ground. These teams included USAID disaster experts as well as technical specialists from the Fairfax County Search and Rescue, Los Angeles County Search and Rescue, CDC, the Center for Excellence in Disaster Management and Humanitarian Assistance, DHHS, and the George Washington Medical Center. In addition to the DART, more than 100 field-based USAID staff worked on the tsunami response. To support efforts on the ground, USAID activated a Response Management Team in Washington on December 27. During the height of the response, the 42-member RMT worked around the clock to support the DART, arrange the airlift of commodities, and coordinate USAID's response.

During the emergency response, USAID dispatched 15 relief flights to the region, delivering emergency commodities valued at more than \$3 million, including transport. Supplies included plastic sheeting to benefit more than 111,000 people; hygiene kits to meet the emergency needs of more than 80,000 people; mosquito nets for more than 33,000 people; kitchen sets to benefit 100,000 people; enough 10-liter water containers to meet the needs of more than 143,000 people; 8 large water bladders, each capable of providing a minimum of 96,000 liters of fresh water per day; 500 body bags; 1,000 blankets; and a WHO emergency medical kit with sufficient supplies for 10,000 people for three months.

In total OFDA provided more than \$84 million through approximately 50 international NGO partner and U.N. agencies, in addition to dozens of local NGOs. Emergency programs ranged from water, sanitation, and health initiatives to cash-for-work activities that provided both vital income to people who had lost everything and the chance to participate in relief and recovery efforts.

Although recent progress on the North-South Sudan peace process brings hope for an end to Africa's longest civil war, the emergence of the crisis in Darfur is deeply troubling. In FY 2005, OFDA sought to address humanitarian needs in Sudan while simultaneously providing an effective bridge to development activities in the south. Within the framework of USAID's Interim Strategic Plan for Sudan, OFDA had the following program priorities: provision of basic humanitarian services in war-affected areas of Sudan, focus on areas of likely IDP returns, and response to the Darfur crisis. In FY 2005, OFDA provided over \$201 million in humanitarian assistance countrywide in Sudan.

OFDA's FY 2004 intervention in Iraq remains one of the largest humanitarian responses in OFDA's

history, and in FY 2005, OFDA continued its support to Iraq by providing over \$73.6 million to Iraq to support programs in health and nutrition, livelihoods, education, and water and sanitation, with an emphasis on support for IDPs and other vulnerable populations. OFDA's partners provided rapid humanitarian assistance to people suddenly displaced by increased conflict or natural disaster, provided income generation activities, protected and assisted IDPs, and worked to ensure the safe return of IDPs to their communities. OFDA's partners implemented various projects that benefited thousands of Iraqi citizens. Iraqis collected clean drinking water from 247 water sources and 330 water collection points that were built, installed, or rehabilitated with USAID funding. More than 41,000 beneficiaries gained access to cleared sewage and canal systems, and hundreds of people received water containers and benefited from the construction of latrines. Approximately 300 Iraqis received training to become community health educators, and more than 5,500 Iraqis took part in health education sessions. Implementing partners also established mobile health teams, vaccinated 650 Iraqis, and distributed health education brochures to more than 10,000 people. More than 500 Iraqis received relief supplies such as blankets, plastic sheeting, and hygiene kits. OFDA-funded program activities generated nearly 20,000 person-days of employment for Iraqi citizens.

In 2005, the cumulative effect of consecutive seasons of failed rains in Ethiopia led to drought conditions and widespread food insecurity for more than 7.8 million people. The humanitarian situation for affected Ethiopians was further exacerbated by a livelihoods crisis due to a decline in world coffee prices, decreasing labor wages, insufficient livestock production, environmental degradation, and market instability. In FY 2004 OFDA responded to the ongoing crisis by funding more than \$21.1 million in emergency water and sanitation, health and nutrition, and agricultural rehabilitation activities.

Economic and Livelihoods Restoration: In FY 2005 OFDA reinforced its commitment to reducing the economic impact of disasters while providing emergency assistance. Economic and livelihoods restoration became increasingly prominent in OFDA programming and funding in FY05. After the Asia tsunami, in order to help restore the livelihoods of affected populations, OFDA funded cash-for-work and assets-for-work programs as a key part of the emergency response. Cash-for-work activities included waste management, land rehabilitation, debris removal, shelter construction, and care of livestock. These USAID-funded programs not only directly supported thousands of beneficiaries in the form of salaries but also indirectly benefited tens of thousands of community members.

Additionally, OFDA supported REVIVE in Sri Lanka. REVIVE is a special undertaking by OFDA that is helping restore livelihoods lost or adversely affected by the tsunami. REVIVE received \$10 million through Nathan Associates, which provides funding and technical assistance through grants and other instruments to partner organizations working to restore and improve economic livelihoods in the areas battered by the tsunami.

Avian Influenza: Avian Influenza preparedness and response activities were a priority for OFDA in FY05 and will continue to be for the foreseeable future. OFDA will continue to work at the Agency level and across the U.S. Government to ensure an effective and coordinated approach to this public health and economic threat. In addition to the \$10 million in the emergency appropriations bill, the Bureaus for Global Health (GH), Asia and Near East (ANE) and the Office of U.S. Foreign Disaster Assistance (OFDA) have made a total of \$1,250,000 available for avian influenza preparedness and response activities. OFDA has been an active member of the Avian Influenza Working Group (AIWG) which was created in March 2005 to develop and coordinate activities.

Monitoring and Evaluations: In addition to regular monitoring and evaluation activities by OFDA field and Washington-based staff, OFDA has provided extensive support to the Tsunami Evaluation Coalition (TEC) in FY 2005. The TEC is an international alliance of donor governments, NGOs, and UN agencies that was formed to evaluate the international response to the Indian Ocean earthquake and tsunami. Under the auspices of the TEC, five evaluations are being conducted on a range of issues, including needs assessment, coordination, linking relief and development, use of local capacities, and funding flows. These five evaluations will ultimately be synthesized into a report that "tells the overall story" of the international tsunami response. The report is expected to be available by early 2006.

Protection: In FY05 OFDA, along with USAID took steps to better address protection of vulnerable populations in its policies and programming, including developing a specific IDP policy paper and implementation guidelines. OFDA partners are required to carefully consider the protection and security needs of affected populations, along with their other physical needs in all their programming. Further actions taken in support of improved protection policies and programming include: formation of the DCHA Protection Working Group; staffing of a Humanitarian Protection/IDP Advisor position within OFDA/Washington; recruitment of a long-term OFDA funded Humanitarian Protection and IDP Field Officer in Darfur and two Humanitarian Protection and IDP Advisors; deployment of a Humanitarian Protection and IDP Officer on the Pakistan DART. Additionally, two training sessions on humanitarian protection have been held during 2005, attended by more than 40 OFDA staff members thus far. Guidance on protection issues has been incorporated into the OFDA Guidelines for Proposals and Reporting as well as in the new OFDA Field Operation Guide (FOG) manual.

Security: In FY05 OFDA took steps to further enhance and ensure the safety of its staff overseas by hiring a Safety and Security Coordinator (SSC) responsible for the preparation of OFDA staff members for service in the field. This entails the drafting and updating of the Safety and Security Guidelines. In coordination with the Training Unit, the SSC ensures that appropriate safety and security training is provided to OFDA staff members. The SSC maintains the relationship with the USAID Office of Security, and other safety and security organizations. The SSC maintains programmatic oversight of safety and security portfolio for OFDA-supported NGO courses. The SSC is responsible for the creation, preparation and deployment of the cadre of Safety and Security Officers.

Other Program Elements:

OFDA continues to cooperate closely with other USAID offices, the Department of State, the Department of Defense and other parts of the U.S. government to provide timely and effective humanitarian aid to foreign countries wherever needed. USAID's Office of Food for Peace is responsible for administering P.L. 480 Title II emergency food aid targeted to vulnerable populations suffering from food insecurity as a result of natural disasters, civil conflict, or other crises. USAID's Office of Transition Initiatives provides assistance to countries in transition from crisis to recovery. Equally important is the collaboration with USAID Regional Bureaus and Missions that provide foreign development aid. Development aid can complement humanitarian relief programs when it serves as longer-term rehabilitation and recovery assistance; countries that have achieved sustainable development are less likely to require massive U.S. Government humanitarian assistance. Three of the biggest providers of U.S. Government humanitarian assistance are the Department of Agriculture, the Department of State's Bureau of Population, Refugees and Migration, and the Department of Defense's Office for Peacekeeping and Humanitarian Affairs.

Additionally, USAID/OFDA provides UNDAC with annual funding, in-kind support, and trained personnel for deployments. The UNDAC team is part of the international emergency response system for sudden onset emergencies. It is designed to assist the United Nations in meeting international needs for early and qualified information during the first phase of a sudden-onset emergency and in the coordination of incoming international relief at national level and/or at the site of the emergency. It is capable of deploying at very short notice (12-24 hours) to the field anywhere in the world. Its activities also strengthen national and regional disaster response capacity. The UNDAC System is managed by the Field Coordination Support Section (FCSS) in OCHA Geneva.

Through the utilization of Cooperative Agreements USAID/OFDA is able to access technical expertise in Urban Search and Rescue (USAR) for international disaster response from two Fire Departments within the United States. The two teams are: Fairfax County Fire and Rescue Department, Virginia on the East Coast; and Los Angeles County consolidated Fire District on the West Coast. These teams can provide heavy- or a medium-level USAR teams, which recent disaster response history has shown is suitable for responses (e.g. Heavy USAR Team to Turkey and Taiwan; Medium USAR Team to Bam, Iran.).

In addition to an entire USAR team, which can be more than 70 people, individual members of the teams can be deployed to provide technical expertise in: USAR team management, planning, protocols and operations; Disaster logistics and communications; structural engineering; and emergency medicine, including paramedics and emergency medical technicians.

The teams also provide support to their counterparts in several countries, focusing on the training of first responders (those first on the scene of a disaster), hospital preparedness for mass casualty events and improving capacities for regional collapsed search and rescue.

USAID/OFDA USAR is a primary responder in the “Americas” and works with and through the International Search and Rescue Advisory Group (INSARAG), for which UN/OCHA is the secretariat, for responses to other regions of the world. In that light USAID/OFDA provides in-kind services to the INSARAG process through UN/OCHA in order to strengthen local capacity for regions to internally respond immediately to disaster events necessitating USAR.

FY 2006 Program

SO: 961-001 Critical needs met of targeted vulnerable groups in emergency situations

Improve Emergency Preparedness & Disaster Mitigation

Provide Emergency Assistance

FY 2007 Program

SO: 961-001 Critical needs met of targeted vulnerable groups in emergency situations

Improve Emergency Preparedness & Disaster Mitigation

Provide Emergency Assistance

Results Framework

961-001 Critical needs met of targeted vulnerable groups in emergency situations

Program Title: International Disaster & Famine Assistance (IDFA)

IR1.1: Improved targeting of emergency assistance to the most vulnerable groups

IR1.2: Emergency assistance, meeting recognized standards, received by disaster victims in a timely manner

IR1.3: Capacities for livelihoods protected/restored

IR1.4: Increased adoption of mitigation measures in countries in countries at greatest risk to natural and man-made disasters